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This document discusses the ethnic imbalance and intergroup relations problems in a California school district with a high proportion of Spanish surname pupils and some Negro American Indian, and other nonwhite students. Prepared for the Colton districtBoard of Education, the report presents data on racial and ethnic distribution in the various schools, unequal educational opportunity, the culture-conscious vs. "melting pot" sentiment in the community, staff attitudes and social and co-curricular activities. Several proposals for improving ethnic balance are offered and recommendations to the Board of Education for improving intergroup relations are included. (See also UD 006726, UD 006730, UD 006731, and UD 006732). (NH)

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An advisory report to the Board of Education,

Colton Joint Unified School District

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California State Department of Education

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721 Capitol Mall
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I. INTRODUCTION

In August 1967, at the invitation of District Superintendent C. Weynard Bailey, the Bureau of Intergroup Relations undertook to provide advisory services to the Colton Joint Unified School District specifically in connection with the elimination of ethnic imbalance in the Colton schools and the improvement of intergroup relations in the schools and community.

Members of the Bureau's consultant staff visited the district on numerous occasions during late 1967 and early 1968. Contacts were made with district administrators, principals, teachers, and community people. Consultants who participated in the team study, under the direction of Ted Neff, Chief, Bureau of Intergroup Relations, were Julio Escobedo, Frederic R. Gunsky and Eugene Mornell.

The Bureau team received valuable assistance through the assembling of information and the frank expression of opinion by Dr. Bailey and many members of his staff. Special thanks are due to Robert Rich, Director of Government Projects, who supervised the preparation of much of the data.

This advisory report, it should be noted, centers primarily upon intergroup relations problems and on programs for their resolution, including alternative plans for achieving a more equitable ethnic distribution in schools of the district. The report does not describe or assess all the positive efforts and exemplary projects in which the district presently is engaged. It is hoped

that the questions raised, problems noted, and suggestions offered will help lead to further research and improved educational efforts. This report, therefore, should be taken as a helpful preliminary effort to provide assistance rather than as a critical evaluation.

It further should be noted that a study of the educational needs of the district is being conducted at this time by Melbo and Associates, under contract with the district. Presumably that study will offer a more detailed analysis of specific educational needs and recommendations for future educational planning. Such planning in a district of Colton's ethnic composition cannot ignore the factors of cultural difference and social and economic class isolation. Those factors are weighed in this report, and should be duly considered by the administration and board of education.

II. DISTRIBUTION OF PUPILS IN COLTON PUBLIC SCHOOLS

A. Profile of the community. Colton Joint Unified School District is situated in the southwestern corner of San Bernardino County. It is bordered by San Bernardino to the north and lies just west of Redlands, north of Riverside, east of Fontana, and southeast of Rialto. The district is bisected by the San Bernardino Freeway (U.S. Highway 99), while three railroads and freeways from four directions meet and intersect in the city of Colton itself. The district provides public school education for residents of three communities, Colton (incorporated in 1887) and Bloomington and Grand Terrace (both unincorporated).

Colton has substantial development of basic industry in the fields of cement, metal working, fabricated steel, vitreous china, housewares, food processing, and distribution. Agriculture is still important to the economy of

Bloomington, primarily citrus fruits, vineyards, sweet potatoes, and truck crops. Nearby Kaiser Steel, Norton Air Force Base, Aerospace Company, Space Technology and Martin Company provide other sources of employment for residents of the district. Nevertheless, in-migration of unskilled and semi-skilled job seekers has resulted in a relatively high rate of unemployment.

The major incidence of poverty in the district is in the South Colton "target area," with a heavy concentration of low-income Mexican American families.

B. Profile of the schools. The unified district began operation on July 1, 1966, bringing together what formerly were the Colton Joint Union High School District, Colton Joint School District, Bloomington School District, Terrace Union School District, and the historic one-school San Salvador School District. The boundaries of the unified district are coterminous with those of the former high school district.

Enrollment in 1967-68, in kindergarten and grades 1 through 12, was 12,053. This was higher than the previous year's enrollment of 11,560, and the district generally shows a slow but steady school population growth. Anticipated pupil population for 1972 is more than 13,000. The district operates 13 elementary schools (K-6), two junior high schools (7-8), and two senior high schools (9-12). In addition, the Grand Terrace School presently houses grades K-3, Terrace View School grades 4-5, and Terrace Hills School grades 6-8. Return of grade 6 from Terrace Hills to Terrace View is anticipated by fall, 1968, upon completion of additional buildings at Terrace View.

The district owns two undeveloped sites, a 10-acre site on Locust Street in Bloomington and a 15-acre site on Washington Drive between Colton and Terrace. In addition, an Educational Service Center and warehouse are located on the Bloomington Junior High site, the District Administration Office is located on

the Colton Junior High School site, while a transportation yard is located on the Colton High School site. A federally-funded preschool facility is located on the San Salvador site. All Colton schools presently appear to be operating at maximum enrollment. All of the present buildings are reported to meet necessary standards of safety.

With total assessed valuation (in 1966-67) of $70,542,920, the assessed valuation per average daily attendance at the elementary level was $8,338.41, and at the secondary level $22,239.26. The total budget for that year was $6,723,299, or $578.00 per ADA.

Component districts at the time of unification had no unsold bonds. The unified district assumed long-term liabilities of Bloomington and Colton Joint elementary districts, which had participated in the State school building program. On June 30, 1967, it had an approximate bond issue capacity of $2,395,897.

During the 1966-67 school year the district spent $166,748 for pupil transportation, of which $63,879 was reimbursed by the State. The district's current entitlement for compensatory education under the Elementary and Secondary Education Act, Title I, is $259,735.

C. Racial and ethnic composition. Surveys conducted in the Colton district in October 1966 and October 1967 indicated that racial and ethnic minorities comprised more than 34 percent of the enrollment. In 1967, at the elementary level, Spanish surname pupils numbered 2,486 or 36.5 percent of all pupils, and Negro, Oriental, American Indian and other nonwhite pupils numbered 71 or 1.0 percent of the total.

Wide variations existed, however, between the minority pupil populations in Bloomington, Colton, and Grand Terrace. In Colton the Spanish surname population

was 45.3 percent of the total elementary enrollment and ranged from 34.2 percent to 94.7 percent in the eight elementary schools. In Bloomington the Spanish surname population was more dispersed throughout the area and ranged from 11.7 to 23.8 percent in the five elementary schools, averaging 15.9 percent overall. In Grand Terrace the Spanish surname elementary population was only 4.6 percent of the total. (There are only two elementary schools in Grand Terrace, each housing different grade levels.)

The Bureau of Intergroup Relations, in analyzing the results of such surveys, has used the guideline of a 15-point deviation from the mean percentage of the district's racial and ethnic composition, outside of which a school is considered to be imbalanced. Although this represents only a rough yardstick, it serves as one indication of the kind of imbalance which for social and educational reasons results in a denial of equal educational opportunity and gives rise to intergroup problems.

Applying that scale to the Colton elementary schools in October 1967, and viewing all schools as belonging to one unified district, Lincoln, McKinley, San Salvador, Washington, and Wilson were imbalanced minority schools, with Grant nearly imbalanced. Crestmore, Grand Terrace, Lewis, Smith, Terrace View, and Zimmerman were imbalanced majority schools. Only Birney, Grimes and Rogers could be considered balanced, with Grimes very close to imbalance. (Using the same scale, Colton Junior High was an imbalanced minority school, while Terrace Hills and Bloomington Junior High were imbalanced majority schools. Bloomington High was an imbalanced majority school, while Colton High was approaching minority imbalance.)

Table 1 presents the results of the 1967 survey.

Should present population trends continue, it seems likely that Bloomington will maintain a well-dispersed, perhaps slightly increasing Spanish surname

TABLE I
RACIAL AND ETHNIC DISTRIBUTION OF PUBLIC SCHOOL ENROLLMENT
COLTON JOINT UNIFIED SCHOOL DISTRICT
October 1967

SCHOOL	Spanish Surname		Other White		Negro		Chinese, Japanese, Korean		American Indian		Other Nonwhite		TOTAL
	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	
Alice Birney	125	34.2	234	64.1	3	.8	-	-	3	.8	-	-	365
Crestmore	56	11.7	405	84.4	8	1.7	6	1.2	5	1.0	-	-	480
Grand Terr.	31	5.3	549	93.8	-	-	-	-	-	-	5	.9	585
Grant	281	50.8	267	48.3	3	.5	-	-	-	-	2	.4	553
Grimes	106	23.8	338	76.0	1	.2	-	-	-	-	-	-	445
Lewis	48	11.5	366	87.6	-	-	2	.5	2	.3	-	-	418
Lincoln	327	55.3	259	43.8	4	.7	-	-	-	-	1	.2	591
McKinley	342	56.4	256	42.2	5	.8	3	.5	-	-	-	-	606
Rogers	201	35.7	360	63.9	-	-	2	.4	-	-	-	-	563
San Salvador (including preschool)	140	66.7	70	33.3	-	-	-	-	-	-	-	-	210
Smith	49	13.1	321	85.6	2	.5	3	.8	-	-	-	-	375
Terr. View	7	2.9	236	96.3	-	-	1	.4	-	-	1	.4	245
Washington	145	67.1	71	32.9	-	-	-	-	-	-	-	-	216
Wilson	504	94.7	20	3.8	7	1.3	1	.2	-	-	-	-	532
Zimmerman	124	19.9	496	79.9	-	-	1	.2	-	-	-	-	621
Total	2,486	36.5	4,248	62.4	33	.5	19	.3	10	.2	9	.1	6,805

SCHOOL	Spanish Surname		Other White		Negro		Chinese, Japanese, Korean		American Indian		Other Nonwhite		TOTAL
	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	
B. J. H.	90	13.9	546	84.9	1	.2	1	.2	5	.8	-	-	643
C. J. H.	504	53.9	427	45.7	4	.4	-	-	-	-	-	-	935
Terr. Hills	18	4.7	367	94.8	-	-	2	.5	-	-	-	-	387
Total	612	31.1	1,340	68.2	5	.2	3	.2	5	.3	-	-	1,965
B. H. S.	152	13.6	955	85.3	5	.4	5	.4	1	.1	2	.2	1,120
C. H. S.	942	43.5	1,211	56.0	4	.2	6	.3	-	-	-	-	2,163
Total	1,094	33.3	2,166	66.0	9	.3	11	.3	1	-	2	.1	3,283
Grand Total	4,192	34.8	7,754	64.3	47	.4	33	.3	16	.1	11	.1	12,053

population. The Spanish surname population in Grand Terrace seems likely to remain very small, with a decrease possible if there are no significant economic gains in this group and if higher-priced homes are developed within the area. Less speculative, however, is the likelihood that the Spanish surname population in Colton will continue to increase rather rapidly and that in the foreseeable future Colton well might come to be an overwhelmingly Mexican American core bordered by the majority-group communities of Bloomington and Grand Terrace with all of the intergroup problems and tensions that this has meant for the urban areas of the country.

III. EQUAL OPPORTUNITY AND INTERGROUP RELATIONS

A. Indications of unequal educational opportunity. Ethnic imbalance is one indication of unequal conditions for education. To discover other indicators in available data for the Colton district schools, however, is a difficult task. For example, an examination of the Spanish surname enrollment at the various grade levels in Colton and Grand Terrace (taken together, since Grand Terrace pupils attend Colton High) and in Bloomington reveals the following percentages:

	Colton and Grand Terrace	Bloomington
Grades K-8	44.9	15.2
Grades 9-12	40.1	11.7
High school graduates	40.8	11.5

(The above figures are taken from the October 1966 racial and ethnic survey except for high school graduates, taken from 1967 graduation lists provided by the high schools. Survey figures for 1967 were not used since relevant information on graduates will not be available until June, 1968.)

This would seem to confirm both the growing Spanish surname population at lower grade levels and the frequent contention that the district dropout rate among Mexican Americans is no greater than that among the low-income Anglo population. (It is reported that even among high school graduates more than 75 percent of Colton students go directly from school into the job market.) Certainly the graduation figures shown are consistent with those for grades 9-12 in both Colton and Bloomington.

As another example, the attempt to relate ethnic imbalance, economic status, reading achievement, and standardized verbal intelligence test score results proves substantially inconclusive.

Table 2 provides a ranking of district elementary schools by percentage of Spanish surname population; economic status as measured by census data, AFDC figures, and principals' individual estimates; and scores on the Stanford reading achievement tests and Lorge-Thorndike verbal intelligence tests.

It is true that the three schools with heaviest concentrations of Spanish surname pupils (Wilson, San Salvador, Washington) are at the bottom of the scale in standardized test scores for reading achievement and verbal intelligence, but these are the schools lowest in economic status. On the other hand, a substantial lack of correlation appears in schools such as Lincoln, Grant, and Rogers, which fall in the high to middle range of Spanish surname concentration and low to middle range of economic status, yet rank high in reading achievement and verbal intelligence. And a school such as Crestmore, and perhaps Smith, has a relatively small concentration of Spanish surname population, falls in the middle range of economic status, yet ranks very low in reading achievement and verbal intelligence.

A number of reasonable explanations for this picture are possible, all speculative in the absence of further data or study. The small number of pupils

TABLE 2
RANKINGS OF ELEMENTARY SCHOOLS
COLTON JOINT UNIFIED SCHOOL DISTRICT

	Spanish Surname Population High to Low 1967 Racial & Ethnic Survey	Economic Status Low to High 1966 Title I Data	Reading Achievement Low to High 6th Grade-Oct. 1967	Verbal Intelligence Low to High 6th Grade-Oct. 1967
Wilson	1 (94.7)[a]	2 (81)[b]	2 (4.2)[c]	1 (5.0)[d]
San Salvador	2 (88.4)	1 (99)	1 (3.9)	2* (5.1)
Washington	3 (67.1)	3 (55)	4* (4.7)	2* (5.1)
McKinley	4 (56.4)	7 (27)	7 (4.8)	7* (5.5)
Lincoln	5 (55.3)	5 (34)	11 (5.2)	10* (5.8)
Grant	6 (50.8)	8 (19)	13 (5.4)	12 (6.0)
Rogers	7 (35.7)	--	12 (5.3)	11 (5.9)
Birney	8 (34.2)	4 (35)	4* (4.7)	2* (5.1)
Grimes	9 (23.8)	11 (12)	9* (5.1)	9 (5.6)
Zimmerman	10 (20.0)	6 (30)	8 (4.9)	7* (5.5)
Smith	11 (13.1)	--	4* (4.7)	6* (5.4)
Crestmore	12 (11.7)	9 (17)	3 (4.5)	2* (5.1)
Lewis	13 (11.5)	10 (16)	9* (5.1)	10* (5.8)
Grand Terrace	14 (5.3)	14 (1)	--	--
Terrace Hills	15 (4.6)	12* (4)	14 (5.8)	13 (6.3)
Terrace View	16 (2.8)	12* (4)	--	--

a. percentage of Spanish surname in total pupil population (excluding preschool)
b. percentage of low income families in attendance area based on Census, AFDC, and principals' evaluations.
c. Stanford reading grade placement
d. Lorge-Thorndike verbal grade equivalent
*two or more schools with same ranking

Rogers and Smith not open when low income figure computed
Grand Terrace and Terrace View without Grade 6 in 1967-68

involved in much of the testing obviously distorts any attempt to relate the factors involved: the sixth grade at San Salvador, for example, totaled only 13 pupils; at Washington 34 pupils; at Terrace Hills, on the other hand, it totaled 129 pupils.

In any district, and in spite of ethnic and economic differences, there will be individual principals and teachers who will overcome traditionally accepted obstacles and have an unusual impact on young people; undoubtedly this is true in the Colton district and is not always reflected in simple statistics. It also is true that there will be variations in population, economic circumstance, and cultural background in any given attendance area that do not fit within the gross categories used in most studies, and yet these variations have an obvious effect upon test results.

Finally, several members of the Colton staff have suggested that the measure of economic status employed in the district's Elementary and Secondary Education Act, Title I, application does not accurately indicate the actual situation. Crestmore, for example, and other of the Bloomington schools, reportedly have many low-income families, and according to this view the test results generally reflect economic status: both low-income Spanish surname pupils and low-income Anglo pupils represent the district's most serious educational problem.

There is some specific information, however, which indicates that educational achievement is tied more to Spanish surname than merely to socio-economic background. This information indicates that by the time they reach high school age Spanish surname students are not achieving as well as their Anglo peers (even their low-income Anglo peers), and that there must be an intensive reevaluation of the relevance of the existing structure and program to the needs of most Spanish surname youngsters.

The fact that 82.9 percent of the students in Special Education classes at Colton High School in October 1967 were of Spanish surname, while the total Spanish surname population was 43.5 percent, would seem to reflect more than unique psychological problems or problems peculiar to some recent immigrants. The disadvantage reflected here is corroborated by an examination of the fall 1967 ethnic distribution of pupils in various courses at Colton High School.

The upper and lower "tracks" of Government and History classes revealed the following percentage of Spanish surname students:

Government A	20.9	History A	25.6
Government B	57.6	History B	62.2

Looking at courses in other basic subject areas also is revealing. The Spanish surname percentage in the three "tracks" of first year English was as follows:

Remedial I	74.2
Essentials I	50.2
Language Arts I	20.7

In the fourth year of English, Language Arts IV, the percentage dropped to 13.7. while in Honors IV the figure was 3.4.

In mathematics the same picture was presented:

Remedial Math	70.6
General Math	66.2
Pre-Algebra	30.1
Math IV	5.3

And in science:

General Science	59.4
Physical Science	47.6
Biology	22.5
Physics	6.4

This is not to say that Anglo students were enrolled in these courses in great numbers. In fact, apparently only 30.7 percent of the 12th graders at Colton High were taking a fourth year of English, only 7.3 percent were taking a fourth year of science, and only 4.5 percent were taking a fourth year

of math. When considering that the Spanish surname figures above represent a percentage of these percentages, it is clear that only a very few students were involved. (There actually was only <u>one</u> Spanish surname student taking Math IV, for example.)

Only 24.7 percent of all students at Colton High were taking a foreign language, and of this group only 24.8 percent were of Spanish surname. Only 13.1 of all students were taking a language other than Spanish, and of this group only 12.0 percent were of Spanish surname. Of all students in second year language classes other than Spanish, only 7.1 percent were of Spanish surname.

When considering these figures in relation to the needs of today's increasingly specialized, complex, and technical employment market (note the unemployment picture among unskilled and semi-skilled job seekers in Colton today), a critical problem in the education of all district youngsters, but especially Spanish surname youngsters, is evident.

B. <u>"Culture-blind" or "culture-conscious?"</u> The schools of the Colton Joint Unified School District, like many educationally advanced school systems in California, have attempted to develop an educational program that is "color-blind." (Since the predominant minority group in the district is the Spanish surname population, nearly all Mexican American, "culture-blind" would be a more accurate term.) It has attempted to provide equal educational opportunity for all pupils, regardless of race, religion, or cultural background, and in spite of actual and psychological obstacles that reportedly remain with the Spanish surname population from the days of what is described as enforced ethnic segregation in Colton prior to 1946. It has attempted to treat problems that arise on an individual basis.

Now, however, the district is proceeding to consider plans for improving the distribution of pupils of different ethnic groups, based upon sound legal, educational, and social considerations. Such redistribution, however, necessary as it is, cannot be sufficient. The placement of Spanish surname children side by side in the classroom with Anglo children in more balanced numbers does not, in itself, lead to social integration, improved self-image, academic achievement, and all the other components of genuine equal educational opportunity. Improved balance must be accompanied by a variety of other programs, all of which require that the district now become "color-conscious," actually "culture-conscious," rather than "color-blind." ("Color-blindness," of course, has not prevented de facto segregation, both within the district and within school grouping practices.)

The picture presented by the ethnic survey of classes at Colton High appears to argue for increased emphasis both on ethnic balance at all levels and on the special problems of the Spanish surname population. (If any other minority group represented 35 percent of the district school population, there would be a need to focus on that group. Low-income Anglos might well fall into this category.) It seems to require development of a program centered on those problems of self-image, motivation, aspiration, and achievement common to Spanish surname pupils, regardless of socio-economic background and in addition to the existing program of individual identification and instruction.

An emphasis on "culture-consciousness" runs counter to the sentiment prevailing among some educators in the district. This seems especially true in Bloomington, where the Spanish surname population is more integrated residentially, is smaller and more similar economically to the Anglo population than is true in Colton. With these differences, and with an elementary and junior high school program that seems more exploratory, less structured, and more focused on persons rather than content ("teach the child not the subject"),

perhaps a lack of culture-consciousness has been able to work in Bloomington. Yet an examination of grouping at Bloomington High is not yet available to fully justify such a view, the "melting pot" issue raised below must be confronted, and recommendations must be developed which lead to the best program for the entire district, considering the overall problems of school population, staff, and curriculum. (It should be pointed out that the presence of two school principals of minority background in the Bloomington area, the only two in the district, raises the question of whether Bloomington, in fact, has not been "conscious" rather than "blind" for some time.)

If basic education in the district has not worked for significant numbers of individual Spanish surname youngsters, perhaps there are problems of learning, motivation, and self-image that must be approached differently. The educational philosophy of some district staff appears to assume the need on the part of Spanish surname pupils to broaden their knowledge of middle-class Anglo culture but not the need for knowledge of, and pride in, their own background and culture--perhaps a vital part of their problems in school and with school. (This is to say nothing of the benefits to Anglo pupils from learning about other heritages.)

The view of many educators seems to be that America is a "melting pot" in which different cultures are to be assimilated into a whole, which in most cases turns out to be very similar to the culture to which the educators belong. If the educational system is to affect those who are truly different, whether they be Mexican American or low-income Anglo, perhaps a philosophy of "cultural pluralism," with an emphasis on and respect for these differences, would offer a more effective, meaningful, and democratic approach. This would seem to be especially true in a district where the minority is approaching majority proportions in some areas and where a narrow focus on certain Anglo values often is interpreted by Spanish surname people as paternalism or a form of colonialism.

A sociologist* has made the following observations in relation to low-income school dropouts. His comments undoubtedly might be applied to low-income Anglos, Mexican Americans, and other minority groups.

> "To reach the dropouts and give them a reason for studying, the school would have to start by accepting their raison d'etre. It would have to take lower class life seriously as a condition and pattern of experience, not just as a contemptible and humiliating set of circumstances from which every decent boy or girl is anxious to escape. It would have to accept their language, their dress, and their values as a point of departure for disciplined exploration, to be understood not as a trick for luring them into the middle-class, but as a way of helping them to explore the meaning of their own lives. This is the way to encourage and nurture potentialities from any social class."

Another critic** of the schools has written:

> "There can be no argument that the Spanish-speaking child is socially and eccnomically disadvantaged. The evidence is overwhelming. This fact, of course, does offer special challenges to the schools in the teaching of English as in virtually all other phases of the curriculum. The state of socio-economic disadvantage is usually accompanied by a lack of knowledge of the English language and is nearly always interpreted as a language handicap. The result is that the school, in trying to account for and to treat the child's handicap, addresses itself to a tangential and fruitless hunt for the detrimental effects

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* Edgar Friedenberg, quoted by Mario D. Fantini and Gerald Weinstein in Toward a Contact Curriculum.

**John F. Garcia, Executive Director, Latin American Research and Service Agency, Denver, writing in Education Colorado, publication of the Colorado State Department of Education.

of being unable to speak English. The school thus, instead of adapting its programs to the requirements of children who are disadvantaged because of socio-economic factors, strives to find in this nebulous 'language handicap' a scapegoat for its lack of understanding. The issue cannot be considered to be in the realm of linguistics, but rather in the areas of social policy, of school organization and administration, and of pedagogical competence.

"The school has been challenged to provide education based on the capabilities of each child. It will require recognition of the child's language handicap, if any, his socio-economic status, and a realization by teachers that these children are proud of their heritage. The school should not strive to mold this child into the image of another Anglo, but as a child who is the beneficiary of the accommodation process between the two cultures; an accommodation process that has rid him of the caste status and enabled him to join the class of society where he can eventually contribute to society in a manner commensurate with his abilities. This is a challenge the schools must accept, and if they fail, it can be said that the handicapped child was failed by the handicapped school."

At the very least, this issue should be fully and openly studied and discussed in Colton, as should ways in which the ESEA, Title I, program might further the emphasis on "culture-consciousness."

"Culture blindness" and the "melting pot" view appear to be reflected in several important aspects of the Colton Joint Unified School District's program, most critically perhaps in relation to curriculum and curriculum materials, teacher recruitment, and in-service training.

There seems to be a need now for a conscious, built-in, district-wide effort to include the culture and contributions of the many peoples who make up this country in the regular social studies, history, and language courses, not necessarily as separate units but as part of the total picture. Where such an effort now is being made, it appears as a special interest of a particular principal or, more usually, a teacher. On the other hand, a lack of awareness in this area, and even surprise at the idea, appears to be quite common. Use of materials depicting and describing ethnic differences, histories, cultures, and problems, and the development of such materials when they are not available, would seem essential in a district such as Colton, as would use of staff and community persons of minority background in such projects and as speakers and resource people generally. (Prospectus for Equitable Educational Opportunities for Spanish-Speaking Children, California State Department of Education, 1967, offers an excellent guide to program development and available instructional materials.)

A comparison of the pupil population of the district by ethnic group with the composition of the staff reveals another area in which the administration should develop a positive, comprehensive program. This is not to say that minority staff population should be represented precisely in proportion to pupil population. Contact with minority staff members is a valuable and natural way, however, in which majority group pupils help gain a full and objective picture of people who are different by reason of color or background, and it is a way in which minority group pupils help form a more favorable self-image and motivation for achievement. Then, too, when noting that Spanish surname certificated employees numbered only 17 persons or 3.5 percent of the district staff in 1966, dropping to 16 persons or 3.1 percent in 1967, the need to work effectively with the problems of Colton's large Spanish surname population would seem to mandate specific, intensive recruitment efforts (as apparently has been done in connection with Teacher Aides) and efforts at upgrading present minority staff where possible.

As but one example of what might be developed in this area of concern, a long-range program for recruitment of Spanish surname teachers could well be tied in to a program designed to stimulate the aspirations and academic motivations of Spanish surname pupils. Aimed particularly at pupils who would be encouraged to prepare for higher education, teacher training, and a return to the district as certificated staff, such a program would involve the use of teacher organizations, professionals of Spanish surname, and parent cooperation in promoting meaningful goals, better achievement, and eventually a local source of teacher candidates.

C. Attitudes of staff. Critical to the implementation of any plan for better ethnic distribution, and to a meaningful focus on Spanish surname problems which have been described here, are the attitudes and responses of school administrators, teachers, and staff. The majority of school personnel are highly competent and committed to the jobs for which they have been trained and in which many have a great deal of experience. The majority undoubtedly are positive in outlook, well-meaning in intent, and desirous of helping each individual pupil fulfill his potential regardless of race, cultural background, or economic circumstance. The majority are willing to respond positively to problems of change and ethnic differences.

However, most school personnel are now meeting problems and situations for which their training and experience have not prepared them, as is true of most citizens of the community at large. Information relating to ethnic differences, class values as distinguished from cultural values, the role and contributions of all peoples to American society, resources for intergroup relations curriculum materials and direct consultation on specific intergroup relations problems have not been available to the extent necessary. Descriptions of successful programs and innovative techniques in dealing with these areas of concern likewise

have not been available. Discussion of intergroup relations issues among staff in most school districts often has been minimal, and understanding and communication among school administrators, teachers, pupils, and parents often has been assumed rather than built into the regular school program.

While many intergroup relations problems have no simple, easy-to-find solutions, examination and discussion of the problems are often avoided in many districts in the hope that if ignored the problems will take care of themselves. Then, too, with increasing concern over the problems of Spanish surname pupils, the fundamental intergroup relations problems of Anglo pupils--especially, but not only, low-income Anglo pupils--often have been overlooked despite their central role. A workable program of school integration must include long-range planning for continuous in-service intergroup relations training in several areas.

Perhaps the major goal of such a training program should be an exploration on the part of all school personnel of their own attitudes, values, and feelings in regard to ethnic differences. Only self-awareness and self-understanding can lead to the effective application of previously acquired training and experience in new situations. The use of language in communicating with persons of different background (do you speak of that pupil as Mexican, Spanish, or Latin?), feelings toward various racial and national groups and comparisons among them ("If the Irish worked their way up, why can't the Mexicans do it?"), attitudes toward what is perceived as different from acceptable middle-class behavior (parents who don't respond to notes sent home by the teacher or pupils who wear their hair Beatle-style), view on civil rights activity ("Those people are just hurting their own cause!")--all have their effect in contacts with pupils and parents, often being interpreted differently than intended.

Such problems in relation to attitudes and feelings are not peculiar to any district or totally lacking in any district. They obviously exist in Colton (as one example, in the remark, "We have a Negro teacher in our school, <u>but</u> he's

excellent."), as does what appears to many Mexican-Americans as a "patron" approach by some Anglo staff. What is important is not their existence, since educators possess a normal range of human feelings and attitudes, but an attempt to confront, understand, and handle them.

While basic information on intergroup relations must be an integral part of any in-service program, such information can be disseminated through reading materials, lectures and films. It is only through small face-to-face discussion groups, however, led by skilled and experienced training group ("T-group" or "sensitivity group") leaders, that interpretation of information and feelings about it can be expressed and put to positive use. (It is the way in which information is selected, perceived, and interpreted, of course, rather than the information itself, that affects behavior.) Such groups, long-term and continuing, should be the basis of in-service training. Participation of community persons in these groups also should be considered.

It is suggested that any intergroup relations program, certainly including in-service training, be preceded by the formation of a district intergroup relations committee, composed both of administration and faculty members. This probably should be done as soon as possible. The committee, in addition to planning and implementing the in-service program, would develop guidelines for the establishment of pupil human relations committees in each school which are representative of the entire pupil population--including high achievers and low achievers, school leaders and those exhibiting behavior problems. The committee also would initiate these pupil committees, maintain on-going communication and regular meetings with them, and work with the pupil committees in developing human relations programs for each school. It is important to emphasize the need for both teacher and pupil involvement from the inception of all programs described.

It is further suggested that a survey of staff and pupil opinions and attitudes--about school problems and ethnic differences--is a desirable goal in itself, as well as for use in an in-service training program. Feelings as to what constitute problems often are more important than any "objective" descriptions and these feelings often represent the most real and difficult problems with which school personnel must deal. Such a survey might be conducted among a sample group of staff and pupils, maintaining the anonymity of the respondents, and then evaluated by the intergroup relations committee for future use and possible development of appropriate programs. Similar surveys have been conducted in other districts and the Bureau of Intergroup Relations can provide assistance in this regard.

D. Social and co-curricular activities. While a focus on the problems of the Spanish surname group has been stressed, there is an area in which the problems of low-income pupils generally must be explored--that of participation in social activities, both on and off the campus. Despite the fact that most children appear at school well-dressed, clean, and presentable, very often this is accomplished at great sacrifice by the family. Many parents have indicated the hardship involved in providing their children with the essentials for school attendance and participation and have reported their inability, combined with understandable feelings of frustration, to provide for the childrens' involvement in activities which other parents are able to take for granted.

Very often well-meaning teachers have assumed that because children are neat and nicely dressed--and this is especially true of many Mexican American children--their parents also are able to provide them with everything that a full program of social activities entails. An examination of this situation, combined with a plan to deal with the natural reluctance of both children and parents to admit hardship or accept charity, however well-intentioned, must be considered. (Fund-raising events, with all children participating and with the funds used to

pay the expenses of all children, not just the poor, is but one example of what might be done in regard to this problem.)

The problem of participation in social activities is not entirely financial, of course, and efforts to become conscious of cultural differences also are needed here. Concern with personal invitations and other forms of direct contact, styles of dress and preferences in music, and general differences in interest among different groups of pupils (even those of different backgrounds and economic levels within the same ethnic group) require sensitivity and frequent attention, discussion, and evaluation.

E. School-community partnership. Finally, it appears that the entire area of community involvement--in relation to implementation of the plan for improved ethnic distribution and the concerns enumerated above--calls for evaluation and restructuring. From the involvement of parents and students in campus human relations programs to the use of community people in developing and commenting upon curriculum materials and in-service training, a closer and more extensive school-community partnership appears both desirable and necessary. If the intergroup relations program and the plan to improve ethnic distribution of pupils, are to be effective, to be viewed positively, and to reduce home-school tension, then the community must be involved meaningfully and consistently in them. This may prove time-consuming and elicit much negative criticism, but it is difficult to see how they otherwise can work. (Of special importance is the need to seek out Mexican Americans who are able to work across economic class lines within the Mexican American community and thereby help build both more unity and cooperation and an improved school-community partnership.)

The same is true of parent involvement in such individual matters as continuation school and special education placements, and of parent and teacher

involvement in planning in-service training. It is true in many other areas. This involvement is necessary for community education and community relations, that is, presenting the schools' point of view to the community. It is also necessary if the district is to enlist the resources of the community--public support as well as talent and time--in the development, implementation, and valuation of programs that cannot succeed in isolation from the community.

It must be emphasized that the willingness of any school system to look at these problems and seriously involve those persons most affected, frankly and without defensiveness, indicates both its maturity and the extent to which the problems are likely to be solved.

IV. PROPOSALS FOR IMPROVING ETHNIC BALANCE

A. Rationale for action. In Colton, as in other districts studied by Bureau of Intergroup Relations teams, it is believed that ethnic imbalance, involving the concentration of minority-group pupils in some schools and their relatively small numbers in other schools, not only deepens feelings of isolation and inferiority, but also increases the difficulty of teaching language and other academic and social skills and of motivating children to higher achievement.

The California State Board of Education has stated its position on this issue very clearly. Guidelines for compensatory education programs declare that "segregation is one of the fundamental factors contributing to the educational deprivation of disadvantaged children." Since 1962 the State Board's policy has been that the challenge of segregation to equality of educational opportunity "must be met with the full thrust of our legal authority and moral leadership... the policy of elimination of existing segregation and curbing any tendency toward

its growth must be given serious and thoughtful consideration by all persons involved at all levels."

Several court rulings may be cited in support of this approach. In 1947 the U.S. Circuit Court of Appeals affirmed a lower court decision (Mendez v. Westminster School District) that the segregation of children of Mexican descent in separate schools was not authorized by California statutes and violated the Fourteenth Amendment to the U.S. Constitution. In addition to the 1954 decision of the U.S. Supreme Court (Brown v. Board of Education of Topeka) and that in 1963 of the California Supreme Court (Jackson v. Pasadena City School District), the courts in this and other states have indicated with increasing consistency that school districts have the authority, and in some cases the obligation, to avoid and eliminate the segregation of pupils on account of race, color or ethnic origin.

Sections 2010, 2011 and 2001 (c) of the California Administrative Code, Title 5, require the consideration of ethnic factors in establishing school attendance centers, the assignment of pupils thereto, and approval of school sites. The statewide racial and ethnic surveys of public schools conducted by the California School Boards Association in 1963 and by the State Department of Education in 1966 and 1967 attest the concern of responsible educational agencies and provide evidence of the dimensions of the problem.

Significant steps have been taken by California districts to reduce racial and ethnic imbalance in their schools. In San Bernardino and Riverside counties, for example, the city districts of San Bernardino and Riverside have taken such steps, and others with programs currently under way include Corona, Redlands and Palm Springs.

Despite fiscal, administrative and other obstacles to early solution of the problems of de facto segregation, it seems obvious that the ethnic distribution

of pupils, so closely correlated to patterns of poverty or social and economic class distribution, is a necessary concern if the schools are to avoid failure in educating successive generations of children. Those in the ethnic majority group, as well as the minorities, suffer a deprivation in opportunities for social awareness and understanding when they grow up without significant cross-cultural contacts.

Until action is taken to improve ethnic balance, there will be "Anglo" schools and "Mexican" schools, advantaged schools and disadvantaged schools. Equality of educational opportunity, human resource development, cultural enrichment and civic harmony, now and in the future, all demand that school districts accept a role of leadership toward integration.

B. Some considerations in Colton. This is a newly unified school district composed of three residential communities which are physically separated from each other and somewhat different in socio-economic characteristics. The older, incorporated city of Colton has most of the Spanish surname population, and, especially in its southern portion, the main concentration of poor families. The Terrace area, not far distant, is predominantly Anglo and its homes are newer and higher-priced. Bloomington families are generally at a similar economic level to the average in Colton, but about 85 percent of them are Anglo compared with a half-and-half mixture in Colton. Trends indicate continued population growth in all three areas, but a much heavier Spanish surname concentration only in Colton.

The San Salvador elementary school in South Colton, on the smallest site in the district, had an enrollment of 69 pupils in grades 1 through 6 in fall, 1967. Sixty-one pupils were in the Spanish surname group and eight were other white. (Preschool classes occupied the remainder of the space, and as they drew from a wider area were better balanced ethnically.)

A more serious case of imbalance, because it involved more children, was that of the Woodrow Wilson elementary school, also in South Colton. Wilson reported a total of 532 pupils, of whom 16 were in special education classes. The others, in kindergarten and grades 1 through 6, numbered 496 of Spanish surname, 12 other white, 7 Negro and 1 Oriental.

The two elementary schools of the Terrace area, Terrace View and Grand Terrace, had the reverse of Wilson's ethnic composition; 96 percent and 94 percent of their pupils were in the other white or Anglo category. (Table 3 shows that the economic status of the Terrace schools' attendance area was the highest in the district and that of Wilson and San Salvador was the lowest. It also shows that in two achievement tests the sixth-graders at Terrace Hills scored highest in the district, and those at Wilson and San Salvador scored lowest.)

Minority imbalanced schools of the district, in addition to San Salvador and Wilson, were Washington, McKinley and Lincoln, ranging from 67 down to 55 percent in Spanish surname enrollment. All three are situated in the city of Colton, where the lowest percentage of Spanish surname pupils (at Alice Birney) was 34.2. The Bloomington elementary schools, on the other hand, although similar to each other in ethnic composition, were relatively low in Spanish surname enrollment from a unified district point of view.

Colton now transports a considerable number of pupils to its schools, and could use its buses to improve ethnic balance. It lacks, however, the flexibility for change that we find in some districts which are acquiring new sites and planning new facilities on a large scale. Opportunities for improving ethnic balance fall into these categories:

1. changes in attendance area boundaries and in attendance practices of certain schools;
2. changes in grade pattern;

3. changes in feeder patterns of secondary schools;

4. phasing out of one or more schools and use of the facilities for other purposes;

5. building one or more new schools and enlarging others.

Some of these methods can be applied in fall, 1968, and soon thereafter, with planning to begin as soon as the Board of Education so directs the administration. Others will require funding through a bond issue and will take longer to carry out.

The logistics and administrative steps involved can only be determined through additional study by the district staff as to feasibility and cost. The following proposals, grouped according to their possible implementation in short-range or long-range plans, assume that the Board of Education, in making policy for the public schools of the Colton district, will adopt the goal of an integrated system that makes every effort to improve relationships between individuals and ethnic groups. Priorities, of course, will depend on what can be done with available resources. By developing wide community understanding and support of the goal, it should be possible to find the resources and to move decisively in that direction.

C. Ethnic Distribution Plan One.

1. In the first phase:

a. Balance pupil assignments to Washington and Alice Birney elementary schools by (1) changes in attendance areas, (2) changes in placement of Reche Canyon and Tri-Cities children, or (3) a grade-pattern division between the two schools based on available classrooms, such as K-3 in one school and 4-6 in the other.

b. When space becomes available at Terrace Hills Junior High School (presumably in fall, 1968, when the sixth grade is expected to be moved to Terrace View), begin to assign seventh-graders to Terrace Hills from the San Salvador area, Washington-Birney area, and perhaps the Wilson area. (The Terrace Hills population should not be overloaded with too large a Spanish surname influx.)

c. In the event that Terrace View and Grand Terrace both become K-6 schools, insure that each is balanced in ethnic and socio-economic composition by drawing attendance areas based on those factors, and by avoiding a north-south dividing line along Mt. Vernon Avenue.

d. Discontinue use of San Salvador as an elementary school by reassigning pupils to Grand Terrace and Terrace View, using relocatable classrooms if necessary (perhaps with Title I, ESEA funds). Utilize the San Salvador facility as an expanded, district-wide preschool center and as a local community center.

e. Begin to phase out the Woodrow Wilson school, reassigning pupils as space is made available in Grand Terrace and Terrace View. (Again, Title I, ESEA is a potential source of funds for reloctable classrooms.) Utilize the Wilson facility as a center for teaching gifted pupils, as a district office, or for other purposes.

2. In a later phase:

a. Complete the reassignment of pupils from Wilson by building a third elementary school in the Terrace area. Maintain

ethnic balance in the three elementary schools through periodic surveys and revision of attendance practices.

b. Enlarge Terrace Hills Junior High School to accommodate all South Colton pupils.

c. In the event that Bloomington Senior High School is enlarged, as projected needs seem to require, provide space there for assignment of all students from South Colton. Students from the Terrace area would continue to be assigned to Colton Senior High School.

D. Ethnic Distribution Plan Two.

1. In the first phase:

a. Balance pupil assignments to Washington and Alice Birney elementary schools by (1) changes in attendance areas, (2) changes in placement of Reche Canyon and Tri-Cities children, or (3) a grade-pattern division between the two schools based on available classrooms, such as K-3 in one school and 4-6 in the other.

b. In the event that Terrace View and Grand Terrace both become K-6 schools, insure that each is balanced in ethnic and socio-economic composition by drawing attendance areas based on those factors, and by avoiding a north-south dividing line along Mt. Vernon Avenue.

c. Discontinue use of San Salvador as an elementary school by reassigning pupils to Crestmore or other Bloomington area elementary schools, using relocatable classrooms if

necessary (perhaps with Title I, ESEA funds). Utilize the San Salvador facility as an expanded, district-wide preschool center and as a local community center.

d. Phase out the Woodrow Wilson school, reassigning pupils as space is made available in Bloomington area elementary schools. (Again, Title I, ESEA is a potential source of funds for relocatable classrooms.) Utilize the Wilson facility as a center for teaching gifted pupils, as a district office, or for other purposes.

2. In a later phase:

a. Set maximum enrollments in North Colton elementary schools with the heaviest concentrations of Spanish surname pupils. Build a third elementary school in the Terrace area and reassign excess pupils from the North Colton area, balancing the ethnic composition in the three Terrace elementary schools.

b. Reassign South Colton pupils to Bloomington Junior High School as space is made available by enlargement of the facility or use of relocatables.

c. In the event that Bloomington Senior High School is enlarged, as projected needs seem to require, provide space there for assignment of all students from South Colton. Students from the Terrace area would continue to be assigned to Colton Senior High School.

E. Ethnic Distribution Plan Three.

1. Divide the entire district into two general attendance areas:

a. North of San Bernardino Freeway.

b. South of San Bernardino Freeway.

2. In the southern attendance area:

   a. Discontinue use of San Salvador as an elementary school and phase out Woodrow Wilson as an elementary school, reassigning pupils to schools in Bloomington and Terrace areas. Use relocatables as needed in the first phase, and later build a third elementary school in the Terrace area.

   b. Divide the junior high school pupils from South Colton between Bloomington Junior High and Terrace Hills, enlarging those schools as necessary.

   c. Assign all senior high school students from South Colton and Terrace to Bloomington High, enlarging that school as necessary.

3. In the northern attendance area:

   a. Balance the ethnic composition of Bloomington and North Colton elementary schools as much as this is practical, providing bus transportation for pupils who are reassigned.

   b. Build a fourth junior high school in the area between Bloomington and North Colton, and balance the ethnic composition of its student body by drawing appropriate attendance boundaries and providing bus transportation. Enlarge Colton Junior High School as necessary.

   c. Assign all senior high school students in this attendance area to Colton High.

V. RECOMMENDATIONS TO THE BOARD OF EDUCATION

A. Integration policy statement. That the Board adopt a clear and forthright statement on ethnic balance and integration. (See Appendix A for a statement adopted by a neighboring board that might be considered as a model.)

B. Distribution of pupils.

1. That upon review by district staff of the report by Melbo and Associates, of this report, and of data bearing on the feasibility of various plans, the Superintendent recommend a course of action to improve ethnic distribution in the Colton schools, commencing in fall, 1968 and continuing in subsequent phases; and that the Board approve implementation of such plans.

2. That the Superintendent appoint an administrator at the highest district level to coordinate implementation of plans for improving ethnic distribution and of other recommendations contained in this report.

3. That the district conduct periodic racial and ethnic surveys of all schools, review the relevant data, and take necessary steps to maintain an approximate racial and ethnic balance in schools throughout the district.

C. Intergroup Relations.

1. That the Superintendent appoint a district intergroup relations committee, composed of administrators and faculty, to develop the in-service training program recommended below, conduct an opinion and attitude survey among staff and pupils, initiate student human

relations committees, evaluate the curriculum and curriculum materials as they relate to Spanish surname pupils and to the need of Anglo pupils to understand and respect the cultural background of their peers, and explore problems of de facto segregation related to ability grouping in the secondary schools. This committee also should explore ways in which the Title I, ESEA program might fit into this effort. The Bureau of Intergroup Relations might provide assistance to the committee.

2. That the district plan and begin to carry out, prior to September 1968, an extended, mandatory in-service training program for all staff. This program, planned and implemented by the district intergroup relations committee, should include:

   a. Dissemination of informational material on intergroup relations, the history and culture of Mexican Americans and other minority groups, and minority group problems today. (Emphasis should be placed on classroom use of the material and on the value of this type of education for Anglo as well as minority pupils.)

   b. Presentations by outstanding Mexican Americans and members of other minority groups.

   c. Regularly scheduled faculty meetings at which teachers discuss, with qualified resource persons, intergroup relations problems that affect their daily work.

   d. An in-depth sensitivity training program.

   e. Provision for compensation in time-off, institute credit, or direct fees to those who participate.

3. That the Superintendent, with the assistance of the Bureau of Intergroup Relations, develop a plan by which the Spanish surname community of the district might select an advisory committee broadly representative of groups and individuals with various interests and points of view. At least during the initial period of desegregation the committee would hold regularly scheduled meetings with the Superintendent and staff to discuss matters of community concern including implementation of the plan for ethnic distribution of pupils. Members of the committee also might assist the district intergroup relations committee and review the programs they develop.
4. That the Superintendent, assisted by his staff, review all areas in which parent involvement may be needed or be likely to benefit the parents and the school program, and take steps to develop parent involvement in those areas.
5. That provision be made for establishing faculty-student committees in the junior and senior high schools for the purpose of reviewing the extent of participation of students of all ethnic groups in school activities. The committees should be encouraged to make recommendations for changes that might lead to more extensive participation. The pupil human relations committees mentioned above, augmented by faculty members, might be given this task.
6. That the Superintendent appoint a staff research team to study the educational problems of Spanish surname pupils and low-income Anglos in the district. Advice and assistance should be sought from the San Bernardino County Schools Office, the State Department of Education, the University of California at Riverside, and other sources.

This group should consult with the district intergroup relations committee and the community advisory committee.

7. That the Superintendent consider the possibility of employing on a full-time basis a district intergroup relations specialist. Consultation on the scope and nature of this position might be provided by the Bureau of Intergroup Relations.

D. ESEA, Title I, funds. That the Superintendent, assisted by his staff, explore with the Bureau of Program Development and the Bureau of Intergroup Relations ways in which ESEA, Title I, funds might be used to plan and implement proposals contained in this report.

E. Faculty recruitment. That the Superintendent, with the assistance of the Bureau of Intergroup Relations and the community advisory committee, explore ways in which more Spanish-speaking teachers and Mexican American and other minority teachers might be recruited for positions in the Colton Joint Unified School District. Programs designed to lead minority group pupils in the district to consider teaching careers might also be explored.

POSITION STATEMENT ON RACIAL/ETHNIC IMBALANCE OF PUBLIC SCHOOLS
by
BOARD OF EDUCATION
CORONA UNIFIED SCHOOL DISTRICT

The Board of Education believes in the equal dignity of all men. From this belief in equal dignity, the demand for equal opportunity for all men logically flows. The public school system in this nation was developed in part as an institution designed to make the ideal of equal opportunity a reality. Advancement toward the American ideal of equality of opportunity and equal dignity for all men requires that the provision of equal educational opportunity be the central obligation of the public schools.

The United States Supreme Court, in 1954, expressed the unanimous opinion that schools segregated on the basis of race or ethnic origin are inherently unequal. In California, by law and custom, we have historically operated on the principle of equality of educational opportunity for all children, without regard to race or color, and for this reason, it was easy for us to accept the underlying hypothesis of that decision and applaud its rendition.

Local boards of education responsible for the establishment of school attendance centers are directed by the California State Board of Education, by the Attorney General's Office, and by the State Department of Education to alleviate de facto segregation. California Administrative Code (Sections 2010-11) gives the state board policy to exert all effort to avoid and eliminate segregation of children on account of race or color.

The California Supreme Court (Jackson v. Pasadena School District, 1963) cited the right to an equal opportunity for education and the harmful consequences of segregation require that school boards take steps, insofar as reasonably feasible, to alleviate racial imbalance in schools regardless of cause.

The Board of Education of Corona Unified School District has for some time now been studying racial/ethnic imbalance of our schools. We find that, primarily because of patterns of residential segregation, some of our schools are becoming increasingly segregated on the basis of race and ethnic origin. The Board recognizes that the term "equal educational opportunity" implies the opportunity for each individual to become aware of and to understand and appreciate the many varieties of culture, to learn to relate positively to the diverse people in his society, to contribute and refine his own evolving cultural patterns, and to develop his own dignity and worth. Therefore, we realize that racial/ethnic segregation poses a challenge to equality of educational opportunity and that this challenge must be met with the full thrust of our legal authority and moral leadership.

We state unequivocally that nothing in the Board's policy, present or past, was deliberately inserted to bring about the segregation which

exists. We fully realize that there are many social and economic forces, over which we have no direct control, which tend to facilitate de facto racial/ethnic segregation.

The Board has made clear, both individually and collectively, its abhorrence of racial or ethnic segregation in any form. The Board of Education now reaffirms its determination to use whatever means are in keeping with sound educational policies to retard the growth of racial/ethnic segregation and to use all reasonable means to reduce racial/ethnic segregation in the schools of the district.

The Board does not expect to achieve these goals immediately or alone. The Board fully expects to direct considerable attention to this problem during the 1967-68 school year with the desire to determine an educational direction.

The understanding and support of all citizens of the city is essential to success. The cooperation of other institutions is needed both in support of the school program and in attack on any inequalities that may exist in other phases of community life.

June 19, 1967

SCHOOL DISTRICT RESPONSIBILITY TO PREVENT DE FACTO SEGREGATION

(Excerpt, letter dated April 20, 1967, to all California district and county superintendents of schools, from Dr. Max Rafferty, State Superintendent of Public Instruction)

...

State policies explicitly state that school districts have a legal obligation to take reasonable affirmative steps to prevent the segregation of students in schools by race, regardless of the cause of segregation, and to consider the ethnic composition of a school in determining its attendance boundaries.

These policies have been affirmed by the California Supreme Court, the Attorney General and the State Board of Education in Title 5, of the California Administrative Code.

The California Administrative Code, Title 5, states as follows:

"Section 2010. State Board Policy. It is the declared policy of the State Board of Education that persons or agencies responsible for the establishment of school attendance centers or the assignment of pupils thereto shall exert all effort to avoid and eliminate segregation of children on account of race or color.

"Section 2011. Establishment of School Attendance Areas and School Attendance Practices in School Districts. For the purpose of avoiding, insofar as practicable, the establishment of attendance areas and attendance practices which in practical effect discriminate upon an ethnic basis against pupils or their families or which in practical effect tend to establish or maintain segregation on an ethnic basis, the governing board of a school district in establishing attendance areas and attendance practices in the district shall include among the factors considered the following:

(a) The ethnic composition of the residents in the immediate area of the school.

(b) The ethnic composition of the residents in the territory peripheral to the immediate area of the school.

(c) The effect on the ethnic composition of the student body of the school based upon alternate plans for establishing the attendance area or attendance practice.

(d) The effect on the ethnic composition of the student body of adjacent schools based upon alternate plans for establishing an attendance area or an attendance practice.

(e) The effect on the ethnic composition of the student body of the school and of adjacent schools of the use of transportation presently necessary and provided either by a parent or the district."

These regulations were cited by the California Supreme Court in 1963 in Jackson v. Pasadena School District, when the court stated:

"So long as large numbers of Negroes live in segregated areas, school authorities will be confronted with difficult problems in providing Negro children with the kind of education they are entitled to have. Residential segregation is in itself an evil which tends to frustrate the youth in the area and to cause antisocial attitudes and behavior. Where such segregation exists, it is not enough for a school board to refrain from affirmative discriminatory conduct. The harmful influence on the children will be reflected and intensified in the classroom if school attendance is determined on a geographic basis without corrective measures. The right to an equal opportunity for education and the harmful consequences of segregation require that school boards take steps, insofar as reasonably feasible, to alleviate racial imbalance in schools regardless of its cause."
(Emphasis added.)

In the only other California court decision on this issue, the Sacramento Superior Court in 1963 relied on Jackson v. Pasadena in directing the Sacramento Unified School District to make a prompt evaluation of its school attendance practices and develop a desegregation plan conforming to State policies.

In an opinion in 1963, the Attorney General concluded that, "The governing board of a school district may consider race as a factor in adopting a school attendance plan, if the purpose of considering the racial factor is to effect desegregation in the schools, and the plan is reasonably related to the accomplishment of that purpose." (Emphasis added.)

Some persons have relied on court decisions in other states to conclude that ethnic composition in a school may not be considered in determining school attendance boundaries. These are predominantly cases in Southern states where race has been used to enforce school segregation, rather than to alleviate the harmful consequences of school segregation. In the absence of Federal court decisions to the contrary, school districts in California are bound by decisions of California courts and State Board of Education regulations which have been inferentially upheld by California courts.

Thus, in California, school administrators and school boards have not only the authority, but the legal duty to take reasonable affirmative action to alleviate de facto segregation in the schools.

This does not mean that school districts must adopt any particular plan or method of desegregation, as there are many approaches to correcting racial imbalance. What is reasonable depends on circumstances in each individual school district.

The State Department of Education's Bureau of Intergroup Relations staff is available to offer consultative services to any school district requesting assistance in development of a desegregation plan.

Appendix C

EXCERPT, SUGGESTED GUIDELINES FOR IMPLEMENTATION OF SENATE BILL 53*

(Bilingual Instruction)

6.0 Grouping practices for language instruction

6.1 Isolation from the mainstream of the school's educational program is not considered advantageous. The emphasis of schools should be upon the grouping of students for bilingual instruction that will maximize instructional benefits to the pupils.

6.2 Students may be assigned to programs of special language instruction for a limited period of time each day, but all students, regardless of language ability, should have the opportunity to participate in all activities which are part of the regular school program. Special consideration as to possible exceptions from the latter statement may be made from those activities which require competence in English, spoken or written, which these children do not possess. The intent here is to minimize student failure and loss of self-image.

6.3 In no way should these guidelines be interpreted as bypassing the State Board of Education policy in regard to segregation on the basis of race, color, or ethnic condition.[1] In order that the student be phased into the regular school program as soon as possible, schools should insure that well-qualified teachers and other personnel carry on a continuous review and evaluation of each pupil's ability and readiness to profit from the regular school program.

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[1]California Administrative Code, Title V, Article 2010-2011.

*California State Department of Education, Intradepartmental Committee on Bilingual Instruction, January 5, 1968.

SUGGESTIONS FOR TEACHERS AND ADMINISTRATORS

(Excerpt from Mexican-Americans: A Handbook for Educators, by Jack D. Forbes, Far West Laboratory for Educational Research and Development, Berkeley, 1967)

A. Insofar as is feasible a school serving substantial numbers of Mexican-American pupils should serve as a bridge between these students and the adult world which they will subsequently enter. This adult world will sometimes be Anglo in character, but more often it will be of mixed Anglo-Mexican culture. In any case, the school, if it is to be a bridge, must serve as a transitional experience and not as a sudden leap into a totally foreign set of values and practices.

1. The school environment should have some element of Mexican character, subject, of course, to the desires of the local Mexican-American community. Such character can be created by means of murals depicting aspects of the Mexican-American heritage, Hispano-Mexican architecture, the erection of statues depicting outstanding leaders of Mexican ancestry (such as governors of California), displays of Mexican arts and crafts, bulletin boards depicting Mexican persons and accomplishments, and by the adoption of a name for the school which is relevant to our Hispano-Mexican past. The expense involved in the above will not necessarily be great, as adults in the local Mexican-American community might well become involved in projects which would have the effect of making the school "their" school.

2. Teachers and administrators in such a school should be familiar with the Spanish language and should be encouraged to utilize this linguistic asset. At the very least, every such school must possess several professional employees capable of conversing with Spanish-speaking parents, since it is generally accepted that a successful school program demands adequate parent-school interaction and communication.

3. Communications intended for parents, such as announcements, bulletins, and report cards, should be prepared in both English and Spanish. Similarly, Parent-Teacher Association groups should be encouraged to follow a bilingual pattern. Where many parents cannot understand Spanish, consideration should be given to organizing an English-speaking sub-section for those parents who are not bilingual; or, more preferably, using the P.T.A. as a vehicle for teaching Spanish and English to all parents.

4. Every effort should be made to encourage full development in both Spanish and English. Until truly bilingual schools become a reality, this may mean essentially that both Spanish and English are taught in the elementary grades. On the other hand, imaginative administrators and teachers may wish to further encourage a bilingual atmosphere by the use of signs and displays throughout the school featuring both languages.

5. In schools composed primarily of Spanish-speaking pupils, and where permitted by law, instruction should probably commence in Spanish,

with English being taught as a second, or foreign, language. In a mixed school both languages will need to be taught as if they were new idioms.

6. Supplementary materials utilized in the classroom, as well as library resources, should include Spanish-language and/or Mexican-oriented items (magazines, newspapers, books, phonograph records, films, et cetera), in order to provide bilingual and bicultural experiences for all pupils.

7. Curricula in the school should possess a Mexican dimension wherever appropriate. In social science courses where the development of the Western United States is being discussed, attention should be given to the Hispano-Mexican pioneers of the Southwest, to Mexican governors and explorers, and to economic and political developments taking place under Mexican auspices. Courses in state history in the Southwest should devote considerable time to the total Mexican heritage, including that of modern-day Mexican-Americans.

8. Courses in literature should include readings in Mexican literature (in translation, if necessary) and works by and about Mexican-Americans.

9. Curricula in music and "music appreciaton" should give attention to all classes of Mexican music, including folk-Indian, Hispano-Mexican, and neo-classical forms. In many schools, instruction in mariachi music, Aztec music and dance, or Mexican brass band might well replace or supplement the standard band and orchestra classes.

10. Art and craft courses should acquaint all pupils with Mexican art forms and should provide instruction in Mexican ceramics, mosaic work, weaving, et cetera, wherever feasible or appropriate.

11. Mexican cooking, folk-dancing, and costume-making should be available as a part of the school's programs in home economics and fine arts wherever sufficient interest exists.

12. Mexican-American adults and youth should be involved in the life of the school as resource people, supplementary teachers, teacher's aides, and special occasion speakers. One of the primary objectives of educators should be the linking of the school with the local adult community.

13. Our Mexican cultural heritage, whenever brought into the school, should be treated as an integral and valuable part of our common southwestern legacy, and not as a bit of "exotica" to be used solely for the benefit of Mexican-American pupils.

14. In a school composed of students from diverse cultural backgrounds every effort should be made to bring a little of each culture into the school. A part of this effort might involve incorporating each major ethnic celebration into the school routine (focusing on Chinese-Americans at Chinese New Year, Mexican-Americans during Cinco de Mayo, et cetera).

15. Counselors (and to a lesser degree, the entire staff) should receive special training in Mexican-American culture and history and should have a background in anthropology and/or sociology.

16. School personnel who believe that it is important to examine pupils periodically in order to provide data on "ability" for future counseling or "tracking" should wish to obtain accurate information by the use of tests which are relatively unbiased. It is difficult to ascertain the potential of Spanish-speaking or dialect-speaking youth by means of standard English-language tests, nor can that of low-income students be predicted on the basis of tests oriented toward middle-class paraphernalia or concepts. On the other hand, biased tests will substantially predict the formal achievement level of culturally different pupils attending biased schools. Therefore, a change in tests will accomplish little unless accompanied by changes in the school, which serve to realize and enhance the potential revealed by the new test.

B. The above suggestions are basically designed to change the atmosphere of the school so as to provide greater motivation for all concerned, as well as to impart useful knowledge. In addition, many curricular and methodological innovations are available which are expected to improve learning for all students and these new programs should certainly be made available to Mexican-American youngsters. It is to be suspected, however, that a school which is basically indifferent or hostile toward the Mexican heritage will not succeed in stimulating greater learning merely by the use of methodological innovations unaccompanied by a change in the general orientation of the school.